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AMENDED IN SENATE AUGUST 15, 2016
AMENDED IN SENATE JUNE 20, 2016
AMENDED IN ASSEMBLY MAY 31, 2016
AMENDED IN ASSEMBLY APRIL 25, 2016
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CALIFORNIA LEGISLATURE—2015–16 REGULAR SESSION

ASSEMBLY BILL

No. 1751

Introduced by Assembly Member Low
(Coauthors: Assembly Members Bigelow, Calderon, Cooper,
Dababneh, Gatto, Jones, Jones-Sawyer, Lackey, Mathis, Mullin,
Olsen, Rodriguez, Waldron, and Wilk)
(Coauthors: Senators Anderson, Berryhill, Block, Hill, Mendoza,
Morrell, Nguyen, and Vidak)

February 2, 2016

An act to amend Sections 21628 and 21642.5 of, to add Section 21627.5 to, to repeal Sections 21628.1 and 21633 of, and to repeal and add Section 21630 of, the Business and Professions Code, relating to secondhand goods, and declaring the urgency thereof, to take effect immediately.

LEGISLATIVE COUNSEL'S DIGEST

AB 1751, as amended, Low. Secondhand goods.

Existing law regulates secondhand dealers and coin dealers, and makes it unlawful for a person to engage in the business of a secondhand dealer without a license issued by the chief of police, the sheriff, or, where appropriate, the police commission. Existing law also regulates pawnbrokers. Existing law requires a local law enforcement agency to issue a license to engage in the business of a secondhand dealer or pawnbroker to an applicant who has not been convicted of an offense involving stolen property. Existing law requires a secondhand dealer to report, as specified, to the chief of police or sheriff all secondhand “tangible personal property,” as defined, purchased, taken in trade, taken in pawn, accepted for sale on consignment, or accepted for auctioning. Existing law requires the report to include, among other things, the identification of the intended seller or pledger of the property, verified by the person taking the information by specified methods. Existing law requires the reporting of this information to the Department of Justice through a single, statewide, uniform electronic reporting system. Existing law requires the Department of Justice to develop descriptive categories and secondhand dealers and coin dealers to use these categories in their reports.

This bill would define “CAPSS” as the California ~~Pawnbroker Pawn~~ and Secondhand Dealer System, which is the single, statewide, uniform electronic reporting system operated by the Department of Justice. The bill would eliminate the requirement that a secondhand dealer send reports on paper forms. The bill would eliminate the requirements that the Department of Justice develop, and secondhand dealers and coin dealers use, descriptive categories in their reports of acquired tangible personal property. Instead, the bill would require the Department of Justice to accept the *properly spelled and non-abbreviated* plain text property descriptions commonly recognized and utilized by the pawn and secondhand dealer industries. The bill would ~~authorize a secondhand dealer to utilize an article field descriptor provided by the Department of Justice, if using the article field descriptor would, in whole or in part, populate the property description.~~ *require a secondhand dealer to provide a property description in an article field descriptor, as specified.* This bill would prohibit the Department of Justice, chiefs of police, and sheriffs from requiring secondhand dealers to report any additional information other than that which is required by these provisions. The bill would require that a future change to the reporting requirements of CAPSS that substantively alters the reporting standards be implemented and operated in compliance with the Administrative Procedure Act and

prohibit the Department of Justice from taking any action with respect to the implementation, operation, or maintenance of CAPSS by adoption of an emergency regulation. The bill would also require the Department of Justice to convene a meeting with the Department of Technology to discuss issues pertaining to any proposed changes or upgrades, and authorize the Department of Technology to provide technological assistance for ongoing improvements, updates, or changes, to CAPSS.

Existing law provides an exception to the reporting requirement for the acquisition of the same property from the same customer within 12 months of a reported transfer, except when submission of the report is specifically requested in writing by the local authorities.

This bill would expand the reporting requirement exception to all acquisitions of the same property from the same customer within 12 months of a reported transfer.

This bill would declare that it is to take effect immediately as an urgency statute.

Vote: $\frac{2}{3}$. Appropriation: no. Fiscal committee: yes.
State-mandated local program: no.

The people of the State of California do enact as follows:

1 SECTION 1. (a) It is the intent of the Legislature to clarify
2 that pawnbrokers and other secondhand dealers are to report their
3 acquisition of tangible personal property received in pledge, trade,
4 consignment, or auction or by purchase using plain text, in
5 descriptive language historically used in the pawn and secondhand
6 industries when reporting to the single, statewide, and uniform
7 electronic reporting system operated by the Department of Justice,
8 or if not yet implemented in their respective jurisdictions, on paper
9 forms sent to the local police chief or sheriff of the jurisdiction in
10 which the secondhand dealer is physically located.

11 (b) It is further the intent of the Legislature that by specifying
12 this manner of reporting, it will relieve all secondhand dealers and
13 pawnbrokers of the inherent costs and burdens imposed under
14 existing law that requires these businesses to report their daily
15 acquisitions of secondhand tangible personal property on paper
16 forms limited to a single transaction, or where the electronic
17 reporting system is implemented, the cost associated with
18 converting industry standard descriptions to specific law
19 enforcement categories, the ongoing costs of training to that

1 standard, and the costs of implementing software to maintain that
2 standard.

3 (c) Further, it is the intent of the Legislature that the Department
4 of Justice shall continue to accept the plain text descriptive
5 language historically used in the pawn and secondhand industries
6 and may provide article field descriptors to secondhand dealers in
7 order to facilitate communication between the single, statewide,
8 and uniform electronic reporting system and law enforcement
9 databases. It is the intent of the Legislature that only properly
10 trained law enforcement personnel of the Department of Justice
11 or local law enforcement classify and encode for law enforcement
12 databases property reported by pawnbrokers and secondhand
13 dealers.

14 SEC. 2. Section 21627.5 is added to the Business and
15 Professions Code, to read:

16 21627.5. “CAPSS” means the California ~~Pawnbroker~~ *Pawn*
17 *and SecondhandDealer* System, which is a single, statewide,
18 uniform electronic reporting system that receives secondhand
19 dealer reports and is operated by the Department of Justice
20 consistent with Resolution Chapter 16 of the Statutes of 2010. The
21 maintenance and operation of CAPSS is funded by the Secondhand
22 Dealer and Pawnbroker Fund established pursuant to Section
23 21642.5.

24 SEC. 3. Section 21628 of the Business and Professions Code,
25 as amended by Section 1 of Chapter 169 of the Statutes of 2015,
26 is amended to read:

27 21628. (a) Every secondhand dealer or coin dealer described
28 in Section 21626 shall report daily, or no later than the next
29 business day excluding weekends and holidays after receipt or
30 purchase of secondhand tangible personal property, to CAPSS, all
31 secondhand tangible personal property, except for firearms, which
32 he or she has purchased, taken in trade, taken in pawn, accepted
33 for sale on consignment, or accepted for auctioning, in accordance
34 with the provisions of Section 21630 and subdivision (d). The
35 report shall be legible, prepared in English, completed where
36 applicable, and include only the following information:

37 (1) The name and current address of the intended seller or
38 pledger of the property.

39 (2) The identification of the intended seller or pledger. The
40 identification of the seller or pledger of the property shall be

1 verified by the person taking the information, who may use
2 technology, including, but not limited to, cameras or software, or
3 both, to obtain information and verify identity remotely. The
4 verification shall be valid if the person taking the information
5 reasonably relies on any one of the following documents, provided
6 that the document is currently valid or has been issued within five
7 years and contains a photograph or description, or both, of the
8 person named on it, and, where applicable, is signed by the person,
9 and bears a serial or other identifying number:

- 10 (A) A passport of the United States.
- 11 (B) A driver's license issued by any state or Canada.
- 12 (C) An identification card issued by any state.
- 13 (D) An identification card issued by the United States.
- 14 (E) A passport from any other country in addition to another
15 item of identification bearing an address.
- 16 (F) A Matricula Consular in addition to another item of
17 identification bearing an address.

18 (3) (A) A property description. The property description shall
19 be a complete and reasonably accurate description of the property,
20 including, but not limited to, the following: serial number,
21 personalized inscriptions, and other identifying marks or symbols,
22 owner-applied numbers, the size, color, material, and, if known
23 by the secondhand dealer, the manufacturer's pattern name. The
24 property description shall include the brand and model name or
25 number of the item if known to, or reasonably ascertainable by,
26 the secondhand dealer. The property description ~~may~~ *shall* include
27 a plain text description of the item generally accepted by the
28 secondhand industry. Watches need not be disassembled when
29 special skill or special tools are required to obtain the required
30 information, unless specifically requested to do so by a peace
31 officer. A special tool does not include a penknife, caseknife, or
32 similar instrument and disassembling a watch with a penknife,
33 caseknife, or similar instrument does not constitute a special skill.
34 In all instances where the required information may be obtained
35 by removal of a watchband, then the watchband shall be removed.
36 The cost associated with opening the watch shall be borne by the
37 pawnbroker, secondhand dealer, or customer.

38 (B) A secondhand dealer ~~may~~ *shall* utilize in the article field
39 either an article field descriptor, the format of which shall be
40 provided by the Department of Justice, ~~if using the article field~~

1 descriptor would, in whole or in part, accurately populate the
2 property description with a plain text description generally accepted
3 in the or a properly spelled and non-abbreviated plain text
4 descriptor commonly recognized and utilized by the pawn and
5 secondhand dealer industry. The lack of an article field descriptor
6 by a secondhand dealer provided by the Department of Justice
7 shall not be relevant to any determination as to whether the
8 secondhand dealer has received evidence of authority to sell or
9 pledge the property pursuant to paragraph (1) of subdivision (b).
10 (b) so long as the secondhand dealer reports an article field
11 descriptor consistent with this subdivision.

12 (C) In the case of the receipt or purchase of a handheld electronic
13 device by a secondhand dealer, the serial number reported pursuant
14 to subparagraph (A) may be the International Mobile Station
15 Equipment Identity (IMEI), the mobile equipment identifier
16 (MEID), or other unique identifying number assigned to that device
17 by the device manufacturer. If none of these identifying numbers
18 are available by the time period required for reporting pursuant to
19 this subdivision, the report shall be updated with the IMEI, MEID,
20 or other unique identifying number assigned to that device by the
21 device manufacturer as soon as reasonably possible but no later
22 than 10 working days after receipt or purchase of the handheld
23 electronic device.

24 (D) For the purpose of this paragraph, “handheld electronic
25 device” means any portable device that is capable of creating,
26 receiving, accessing, or storing electronic data or communications
27 and includes, but is not limited to, a cellular phone, smartphone,
28 or tablet.

29 (4) A certification by the intended seller or pledger that he or
30 she is the owner of the property or has the authority of the owner
31 to sell or pledge the property.

32 (5) A certification by the intended seller or pledger that to his
33 or her knowledge and belief the information is true and complete.

34 (6) A legible fingerprint taken from the intended seller or
35 pledger, as prescribed by the Department of Justice. This
36 requirement does not apply to a coin dealer, unless required
37 pursuant to local regulation.

38 (7) A report submitted by a pawnbroker or secondhand dealer
39 shall be deemed to have been accepted by the Department of Justice
40 if a good faith effort has been made to supply all of the required

1 information. An error or omission on the report shall be noted, and
2 the reporting pawnbroker or secondhand dealer shall be notified
3 of the error or omission by the Department of Justice. A reporting
4 pawnbroker or secondhand dealer shall have three business days
5 from that notice to amend or correct the report before being subject
6 to any enforcement violation.

7 (b) (1) When a secondhand dealer complies with all of the
8 provisions of this section, he or she shall be deemed to have
9 received from the seller or pledger adequate evidence of authority
10 to sell or pledge the property for all purposes included in this
11 article, and Division 8 (commencing with Section 21000) of the
12 Financial Code.

13 (2) In enacting this subdivision, it is the intent of the Legislature
14 that its provisions shall not adversely affect the implementation
15 of, or prosecution under, any provision of the Penal Code.

16 (c) Any person who conducts business as a secondhand dealer
17 at any gun show or event, as defined in Section 478.100 of Title
18 27 of the Code of Federal Regulations, or its successor, outside
19 the jurisdiction that issued the secondhand dealer license in
20 accordance with subdivision (d) of Section 21641, may be required
21 to submit a duplicate of the transaction report prepared pursuant
22 to this section to the local law enforcement agency where the gun
23 show or event is conducted.

24 (d) (1) The Department of Justice shall recognize and accept
25 the *properly spelled and non-abbreviated* plain text property
26 ~~descriptions~~ *descriptors* generally accepted in the pawn and
27 secondhand industries provided by pawnbrokers and secondhand
28 dealers, as has been the longstanding practice of chiefs of police
29 and sheriffs when they had received paper reports from
30 pawnbrokers and secondhand dealers.

31 (2) A report required of a secondhand dealer pursuant to this
32 section shall be transmitted by electronic means to CAPSS by the
33 secondhand dealer.

34 (3) Unless specifically identified in this section, the Department
35 of Justice, chiefs of police, and sheriffs shall not require a
36 secondhand dealer to include any additional information concerning
37 the seller, the pledger, or the property received by the secondhand
38 dealer in the report required by this section.

39 (4) If there is a future change to the reporting requirements of
40 CAPSS that substantively alters the reporting standards provided

1 by this article, those changes shall be implemented and operated
2 in compliance with the Administrative Procedure Act (Chapter
3 3.5 (commencing with Section 11340) of Part 1 of Division 3 of
4 Title 2 of the Government Code). In implementing and operating
5 a future change to CAPSS, the Department of Justice, chiefs of
6 police, and sheriffs shall comply with Sections 21637 and 21638.
7 Notwithstanding any other law, the Department of Justice shall
8 not take any action with respect to the implementation, operation,
9 or maintenance of CAPSS required by this chapter by adoption of
10 an emergency regulation.

11 (5) On or before July 1, 2017, the Department of Justice shall
12 convene a meeting with the Department of Technology to discuss
13 issues pertaining to any proposed changes or upgrades to CAPSS
14 required by this chapter. The Department of Technology may
15 provide technological assistance for ongoing improvements,
16 updates, or changes to CAPSS required by this chapter, as
17 requested.

18 (6) A coin dealer shall report the information required by this
19 section under the reporting standard described in paragraph (1) on
20 a form developed by the Attorney General that the coin dealer
21 shall transmit each day by facsimile transmission or by mail to the
22 chief of police or sheriff. A transaction shall consist of not more
23 than one item.

24 (7) For purposes of this subdivision, “item” shall mean any
25 single physical article. However, with respect to a commonly
26 accepted grouping of articles that are purchased as a set, including,
27 but not limited to, a pair of earrings or place settings of china,
28 silverware, or other tableware, “item” shall mean that commonly
29 accepted grouping.

30 (8) Nothing in this subdivision shall be construed as excepting
31 a secondhand dealer from the fingerprinting requirement of
32 paragraph (6) of subdivision (a).

33 (e) Nothing in this section shall be construed to exempt a person
34 licensed as a firearms dealer pursuant to Sections 26700 to 26915,
35 inclusive, of the Penal Code from the reporting requirements for
36 the delivery of firearms pursuant to Sections 26700 to 26915,
37 inclusive, of the Penal Code.

38 SEC. 4. Section 21628.1 of the Business and Professions Code
39 is repealed.

1 SEC. 5. Section 21630 of the Business and Professions Code
2 is repealed.

3 SEC. 6. Section 21630 is added to the Business and Professions
4 Code, to read:

5 21630. (a) A secondhand dealer or coin dealer shall
6 electronically transmit to CAPSS no later than the next business
7 day after the date of transaction excluding weekends and holidays
8 or, if not then possible due to an electrical, telecommunications,
9 or other malfunction, as soon as reasonable thereafter, the report
10 of acquisition of tangible personal property as required by Section
11 21628.

12 (b) Notwithstanding Section 21628, submission of a tangible
13 property acquisition report is not required if the report of an
14 acquisition of the same property from the same customer has been
15 submitted within the preceding 12 months.

16 SEC. 7. Section 21633 of the Business and Professions Code
17 is repealed.

18 SEC. 8. Section 21642.5 of the Business and Professions Code
19 is amended to read:

20 21642.5. (a) The Department of Justice shall require each
21 applicant for an initial license under Section 21641 of this code or
22 Section 21300 of the Financial Code and each applicant for renewal
23 of a license under Section 21642 of this code or Section 21301 of
24 the Financial Code to pay a fee not to exceed three hundred dollars
25 (\$300), but in no event exceeding the costs described in subdivision
26 (b), except that the fee may be increased at a rate not to exceed
27 any increase in the California Consumer Price Index as compiled
28 and reported by the Department of Industrial Relations.

29 (b) The fees assessed pursuant to subdivision (a) shall be no
30 more than necessary to cover the reasonable regulatory costs to
31 the department of doing all of the following:

32 (1) Processing initial license applications under Section 21641
33 of this code and Section 21300 of the Financial Code.

34 (2) Processing renewal applications under Section 21642 of this
35 code and Section 21301 of the Financial Code.

36 (3) Implementing, operating, and maintaining CAPSS described
37 in Section 21627.5.

38 (c) All licensees holding a license issued before the effective
39 date of the act adding this section pursuant to Section 21641 or
40 21642 of this code or Section 21300 or 21301 of the Financial

1 Code shall, within 120 days after enactment of the act adding this
2 section in the 2011–12 Regular Session, in addition to any fee
3 required under subdivision (a), pay a fee not to exceed two hundred
4 eighty-eight dollars (\$288) to the Department of Justice.

5 (d) The fees paid pursuant to subdivisions (a) and (c) shall be
6 deposited in the Secondhand Dealer and Pawnbroker Fund, which
7 is hereby established in the State Treasury. The revenue in the
8 fund shall, upon appropriation by the Legislature, be used by the
9 Department of Justice for the purpose of paying for the costs
10 described in paragraphs (1) to (3), inclusive, of subdivision (b),
11 except that the revenue received pursuant to subdivision (c) shall,
12 upon appropriation by the Legislature, be used by the Department
13 of Justice for the purpose of paying for the costs described in
14 paragraph (3) of subdivision (b).

15 (e) Applicants described in subdivision (a) shall submit to the
16 Department of Justice fingerprint images and related information
17 required by the Department of Justice for the purposes of obtaining
18 information as to the existence and contents of a record of state
19 convictions and state arrests and information as to the existence
20 and contents of a record of state arrests for which the Department
21 of Justice establishes that the person is free on bail or on his or her
22 own recognizance pending trial or appeal.

23 (1) The Department of Justice shall prepare a state-level
24 response pursuant to paragraph (1) of subdivision (l) of Section
25 11105 of the Penal Code.

26 (2) The Department of Justice shall provide subsequent
27 notification service pursuant to Section 11105.2 of the Penal Code
28 for applicants described in this subdivision.

29 (3) The Department of Justice shall charge a fee sufficient to
30 cover the cost of processing the request described in this
31 subdivision. The fee revenues shall be deposited in the Fingerprint
32 Fee Account and shall, upon appropriation by the Legislature, be
33 used by the department for the purposes of paying the costs
34 associated with this subdivision.

35 SEC. 9. This act is an urgency statute necessary for the
36 immediate preservation of the public peace, health, or safety within
37 the meaning of Article IV of the Constitution and shall go into
38 immediate effect. The facts constituting the necessity are:

39 In order to protect the public from the dissemination of stolen
40 property, make the single, statewide, uniform electronic system a

1 cost savings for secondhand dealers and pawnbrokers, and to
2 require the plain text property descriptions historically utilized by
3 these industries to be accepted by the Department of Justice, just
4 as these plain text descriptions have historically been accepted by
5 chiefs of police and sheriffs, at the earliest possible time, it is
6 necessary that this act take effect immediately.

O